

**STUDY SESSION  
OF THE UNIVERSITY CITY COUNCIL**

5th Floor of City Hall

6801 Delmar

**September 9, 2019**

**AGENDA**

Requested by the City Manager

**1. MEETING CALLED TO ORDER**

The City Council Study Session was held in Council Chambers on the fifth floor of City Hall, on Monday, September 9, 2019. Mayor Terry Crow called the Study Session to order at 5:30 p.m.

In addition to the Mayor, the following members of Council were present:

Councilmember Steven McMahon  
Councilmember Paulette Carr  
Councilmember Jeffrey Hales  
Councilmember Tim Cusick  
Councilmember Stacy Clay  
Councilmember Bwayne Smotherson

Also, in attendance was City Manager, Gregory Rose; City Attorney, John F. Mulligan Jr.; Principal for Trivers Architecture, Amy Gilbertson; Senior Justice Planner for HOK, Bob Schwartz, and Vice President, Compliance Services for Environmental Operations, Inc., Bill Witts

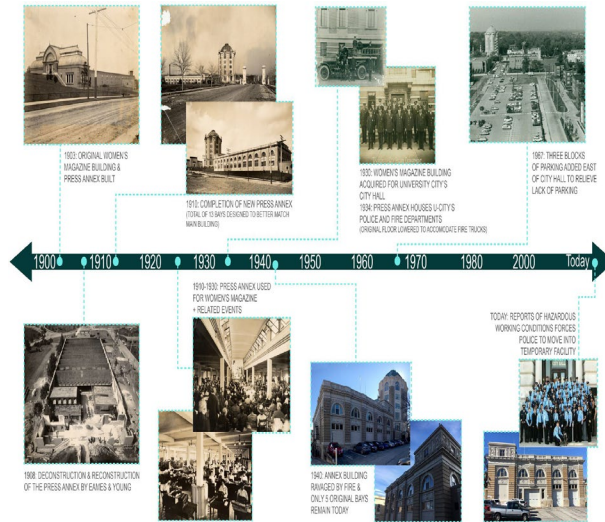
**2. POLICE ANNEX PRESENTATION**

**Facility Assessment & feasibility Study**

Mr. Rose stated tonight Council will hear a presentation on the findings from the Police Annex Study conducted by Trivers Architecture. Ms. Amy Gilbertson is the lead person on this project and she will start by introducing the other members of her team.

Ms. Gilbertson stated Trivers has been working with U City over the last several months studying the Annex by looking at it from a historic rehabilitation standpoint, a reuse standpoint, and its posture within the City. The other members of her team are Bob Schwartz from HOK, who is the justice consultant on the project with expertise in police programming; the department they decided to study in terms of a fit study for the Annex Building, and Bill Witts, who worked on the environmental hazardous materials side of the study. Ms. Gilbertson stated since tonight's presentation will only provide a high-level summary of their findings she would invite Council to ask specific questions about any of the undisclosed details.

## City Hall Annex History

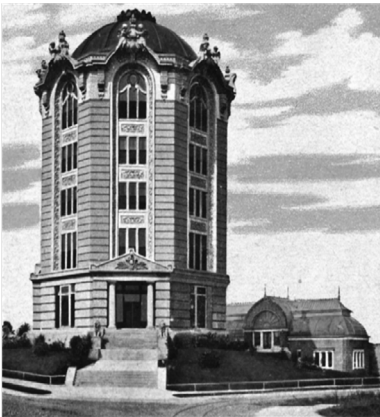


Trivers

September 9, 2019 | 2

## City Hall Annex History

- Conservatory - Built as the press annex to City Hall
- Redesign - Compatible with City Hall; 13 bays; two floors
- 1930/1940 - Police and Fire Departments move into building
- City Hall Plaza History District - one of four contributing businesses to this District; (as a result of a fire there are now only 5 bays.)

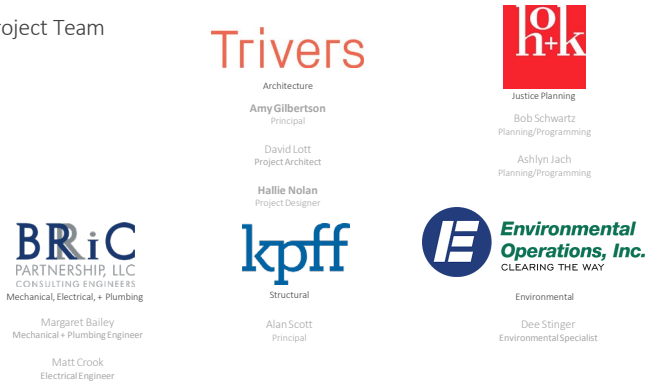


## Project Goals

- Complete facility assessment and feasibility study to determine City Hall Annex building's usability for proposed program.
- Identify and outline recommendations for upgrades, modifications, and renovations to better serve the building's proposed functions
- Test fit possible programmatic solutions for the Police Department within and/or in addition to the City Hall Annex
- Determine how much of the police program can be housed within the Annex itself and to identify a program that could be housed elsewhere (if applicable).

## Project Team

Project Team



## Environmental Analysis

Mr. Witts stated in order to determine what things; i.e., bulbs and ballasts, would have to be removed and disposed of prior to renovation, Environmental Operations performed an asbestos and miscellaneous materials inspection of the building. PSI performed a mold study several years ago, and this is a summary of both studies.

There was approximately:

- 10,000 square feet of floor tile and adhesives that contained asbestos, and
- 28,000 square feet of drywall and joint compound that contained asbestos

If any of this material is going to be disturbed during renovation it will have to be managed as asbestos-containing material, which means utilizing asbestos certified workers, air monitoring, containment of the areas being worked in, and removal prior to demolition and construction.

*(Council's packet contains floor plans that illustrate the locations of where the asbestos-containing materials, water damage, and mold were observed.)*

## Asbestos & Lead

- 21 out of 65 samples tested positive for asbestos
- 47 out of 565 painted and glazed ceramic surfaces are lead-based by EPA standards
- 19 categories, totaling 1,382 items, were identified as regulated waste materials in the building
- Cost of abatement included in Cost Estimate

## Fungal

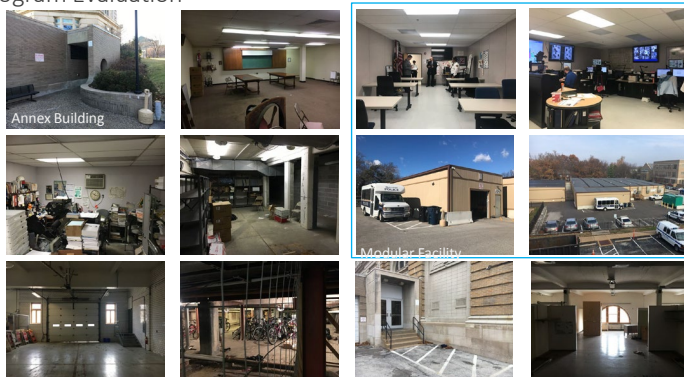
- Fungal Evaluation completed by PSI in April 2016, identified locations and possible sources of airborne fungal amplification (visible mold, water staining, water damage, and efflorescence)
  - Recommended exterior of building be evaluated and repaired before interior remediation activities are implemented
  - Recommended completing fungal remediation at the same time as planned asbestos and lead abatement

- Recommended testing to make sure there are no mold spores in the air, and that all of the leaking windows, ceilings, and doorways are repaired

### Program Evaluation - Phase I

Ms. Gilbertson stated they also toured the modular police facility. Pictures in the left column and the bottom row depict the existing Annex, and the upper four pictures depict the modular facility that the police are currently operating out of.

Program Evaluation



Trivers

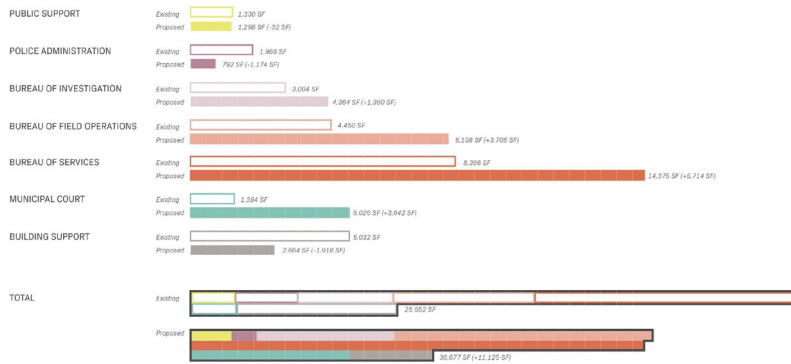
September 9, 2019 | 5

### Program Consensus

Mr. Schwartz stated he worked with the Department of Public Works and the Police Department to develop their programmatic needs, utilizing nine standards.

- The Annex Building will meet operating standards and guidelines as described by:
  - Missouri Police Chiefs State, Certification Standards
  - International Association of Chiefs of Police, Police Facility Planning Guidelines.
  - International Association for Property and Evidence, Inc., Professional Standards
  - American Correctional Association, Adult Local Detention Facility Standards
  - CPTED – Crime Prevention Through Environmental Design Principles
  - Americans with Disabilities Act
  - Prisoner Rape Elimination Act
  - International Building Code
  - NFPA 101

## Program Evaluation



Trivers

September 9, 2019 | 7

### Program Evaluation - Phase II

The open boxes on top of each category represent the square footage available today and the solid color represents the need. The total reflects that there is a need for an additional 11,000 square feet.

The existing facility is approximately 25,500 square feet. Although it was constructed expeditiously, it was purposed specifically for the Police Department and has been servicing their needs. However, the proportion of space is not adequate for staff, i.e., Field Operations, the Bureau of Services, and the Bureau of Investigation.

Ms. Gilbertson stated the graph also indicates the areas where there is a need for growth and the areas where there is more space than necessary for that specific component of the program.

The evaluation also included an analysis of how this facility interfaces with the Municipal Court and lobby. Bringing the courts back into the building versus utilizing the Rec. Center would lead to a much more efficient operation.

### Available Program Area

#### Existing Modular Building

- No Municipal Court Functions
- 29,700 Square Feet

#### Proposed Annex Building

- Includes Municipal Court Functions
- 37,434 Square Feet

#### Satellite Substation

- 5,886 Square Feet

### Feasibility Analysis

*(Totals include abatement. The conceptual design estimates also include hefty contingencies based on indefinites.)*

### 1. Renovate Annex Building + Renovate Substation

Renovate Annex Building	\$12,949,995	\$345.94/SF
Renovate Substation (Location to be determined)	\$ 1,677,093	\$284.93/SF
Option 1 Total:	\$14,627,088	

### 2. Renovate Annex Building + Build New Substation

Renovate Annex Building	\$12,949,995	\$345.94/SF
Build New Substation (Location to be determined)	\$ 2,923,569	\$496.70/SF
Option 2 Total:	\$15,873,564	

### 3. Build All New Building

Building New Police Department Building	\$18,593,467.80	\$496.70/SF
No Substation	\$ 0	\$0/SF
Option 3 Total:	\$18,593,467.80	

### Design Team Recommendations

- Renovate Annex Building + Renovate Substation if additional space is needed
  - Primary police function remains in the same location
  - Revitalization of historically significant and under-utilized building
  - Most cost-effective solution

Councilmember Clay asked if the scope of this study was to look at the use of this building for police purposes only? Ms. Gilbertson stated that is correct, however, it could be used for other purposes. The police can probably speak to dollars per square foot for their use, which has a higher level of requirements in terms of construction. So a different use would likely have a lower cost.

Councilmember Clay stated since his opinion has always been that Council will be undertaking a generational decision with this project, one thing he would suggest is that it be viewed in the context of the Space Needs Assessment that is currently taking place. This is a building that certainly needs a use, but whether or not a police facility is the best use can only be determined in the context of looking at all of the City's facilities.

The second thing he would offer to his colleagues and the City Manager is that whenever he has looked at similarly situated cities or school districts the buzz word seems to be consolidation as opposed to expansion; taking two, three or even more facilities and trying to consolidate them into one or two. Today, we find ourselves in an inner ring suburban area with a declining population and given where we are it seems as though this should be an expansion, rather than running counter to the trends. What other organizations have recognized is that while one building may be significantly smaller than another building, combined they represent two HVAC systems; two parking lots, and two of everything that needs maintenance and attention. So to maintain two facilities he would want to understand; to the degree possible, what that maintenance is going to look like. Because in his opinion, this is something that has to go into Council's decision-making process as they analyze this study and any other possibilities.

Ms. Gilbertson asked Councilmember Clay if his reference to two facilities included the modular facility because it would go away? Councilmember Clay stated he was not, although since that facility is here, we have to acknowledge its existence. Ms. Gilbertson stated that was an issue that had not been completely decided.

Councilmember Carr questioned whether it was a correct assumption based on the Program Evaluation that the needs of the City's Police Department have increased? Mr. Rose stated based on the information presented to Trivers by the police it appears to be expanding. However, he is not convinced, nor has he studied whether such an expansion is needed at this point in time. The main focus of this analysis was to determine whether any operations could be housed out of the Annex, with a specific emphasis on the police since it might require a higher level of renovation. But the second step related to this process is the Space Needs Analysis, and as a part of that study, his intent is to drill down on the needs of the police, as well as the entire organization.

Councilmember Carr stated if you accept the analysis outlined under the Program Evaluation, in terms of operations, it looks like the police will require some expansion and modernization. So in spite of the fact that the School District may be losing students, she has not seen a decrease in crime and therefore believes that the City's first line of defense should have an adequate facility.

When looking at the needs analysis she thinks consideration should be given to the fact that each of those relative departments may now have a different function than they had previously. Not because the City's population has dropped from 65,000 to 35,000 over the past fifty years, but because we are expecting more from these departments, requiring them to provide functions that may not have been necessary in the '60s and '70s. So on one hand, she would concur with Councilmember Clay's suggestion to see what the maintenance is going to look like before making a decision. But on the other hand, the City is working with a team of experts in this field, so it would be reasonable to believe that the police operations are pretty accurately reflected. She stated while there could be some consolidation once the conditions have been truly justified, at this point, she is not sure that they have been.

Mr. Rose stated one thing he would ask everyone to keep in mind is the Ferguson Report. Even though the most efficient and effective structure might be a consolidation of the police and courts, from a practical standpoint that might not be the best alignment. There is strong interest at the State level to ensure that the relationship between the courts and police are kept separate whenever possible. These are some of the things that staff will have to consider as a part of the Space Needs Analysis that might dictate the location of these two operations.

Mayor Crow asked Ms. Gilbertson if she could provide him with the contingency percentage that has been filtered into the conceptual design estimates? Ms. Gilbertson stated her belief is that it is 20 percent, but she can email Mr. Rose with the actual number.

Mayor Crow stated he has always viewed City Hall as being both historic and significantly important and the Annex as historic, but not significant. Can you tell me what factors you relied on to reach the conclusion that the Annex falls in both of these categories?

Ms. Gilbertson stated since the Annex functioned as a support building to City Hall the historic significance has been attached to both buildings; especially in terms of their architecture, which for the most part is still intact on the exterior of the Annex. City Hall Plaza has four contributing buildings, City Hall is certainly one, and the Annex is another, so taken together, they create the Historic District. The Annex is also listed as a nominee on the National Register of Historic Places.

Mayor Crow stated he is also not convinced that the desired space indicated by the Police Department accurately represents the space needed. And one of the independent conversations he's had with mayors in some of U City's neighboring communities is the idea of collaborations versus expansions. So while he certainly understands that the initial concept may be challenging, it is something he would like Council to talk about.

He stated when Council went through this process some years ago the study generated at that time is virtually a total flip from your numbers. So what I'm trying to understand is why there is such a stark difference between the two studies as it relates to the cost to renovate; which the previous study listed as being much higher than a new build, and your analysis, which states that the cost per square foot is significantly less to rehab even with the inclusion of asbestos and mold remediation.

Ms. Gilbertson stated while she cannot speak to the first study, she can say that Trivers has put together the most qualified group of experts as possible. Their Estimator, Andrew Trivers, has completed over 100 historic buildings. It's what she does and it represents about half of what the firm has done over the last forty years. HOK certainly has the expertise to assist our firm with understanding the specific needs of police departments, and as Bob said, they used all of the criteria required to meet the current standards. Their team also included an environmental engineer because they knew that was another important aspect, and each one of these experts worked with Trivers throughout the entire study.

Mayor Crow stated he is not questioning the renovation numbers, but would like to know if the new build numbers include land acquisition costs and other related factors. Because historically when the City has built something it has not been built on land that is either owned or donated to the City. Ms. Gilbertson stated it has been a couple of months since they completed the cost estimates, so she would have to review the numbers in more detail to determine whether the land acquisition was included.

Mayor Crow stated while he is more likely to lean towards rehabbing the Annex, he would like to make sure Trivers has had an opportunity to review the first study and provide Council with any feedback that they can on the differences.

Councilmember Hales stated another key element in the previous study was the suggestion to take down and rebuild all of the exterior walls, which is something this analysis, does not seem to be recommending. But based on his recollection, Trivers' new build cost is fairly close to the previous study.

Ms. Gilbertson stated since that previous study was prepared the envelope of the Annex has been restored and the windows replaced. So their renovation costs only include roofing and some minor work on the envelope.

Councilmember Carr stated other costs in the previous study were related to the need to seismically reinforce the building and add an extension.



However, Trivers' analysis indicates while there are other things that could be done, they would equate to additional costs. So in a sense, this seems like a comparison of apples to oranges, rather than apples to apples.

Mr. Schwartz stated he and the Chief of Police started out with much larger numbers, however, they worked extensively to reduce the programs to a number they believed was manageable.

Councilmember Smotherson stated he is somewhat torn about his feelings towards this analysis because his hope was that Council would not give any consideration to putting the police back in the Annex. And something that plays a major part in that division is Councilmember Clay's statement about the importance of this plan being viewed as a generational decision. Why would you put, what he believes, is the best police force in St. Louis County, in a location that does not provide them with the opportunity to grow, or somewhere they could be proud of? When you think about the Chief's first presentation which depicted the construction of a new state-of-the-art police station, to some degree, this study would be an insult. So why should we take a step backward and allow a future Council to make a decision that ultimately, will have to be made?

Councilmember Smotherson stated another thing he is curious about is why the standards of U City's police force were not included in the Program Consensus with the other nine agencies? What is the Union's perception of this plan? That's something he would like to hear from them. And why was their department the only one considered in this analysis?

Mr. Rose stated initially, staff was aware that some operation would likely go into the Annex; and today, they are still uncertain as to what operation that will be. But what they did understand is that if Council decided to keep the police in the Annex, the relocation of that department would represent the highest cost they were going to experience. At this point, no recommendations have been made or will be made about what operation should be located in this space until after the Space Needs Assessment has been completed; which is the next step. Mr. Rose stated as a part of that study related to relocation, he will be looking at three guiding principles:

1. To ensure that the operations can effectively and efficiently provide services to our residents;
2. To ensure that City employees are in a safe and comfortable environment, and,
3. To ensure that the cost to taxpayers is minimized.

Councilmember Cusick asked what the Space Needs Analysis would encompass, and if there was a timeline for its completion? Mr. Rose stated Council and staff will come together as a team to identify all of the open spaces and talk with staff to determine whether their operations could be more efficient if they were structured differently. So if he gets a consensus from Council today to move forward with this study, the next step will be to determine if an RFP is needed. If the answer is yes, staff will attempt to have it issued within the next 30 days. However, based on the level of knowledge Trivers already has about the City's existing operations, he is doubtful that another company could reasonably compete. But that's another internal discuss that will need to take place.

That said, Mr. Rose stated he will be able to respond to the question about a timeline for this Study after determinations have been made regarding the RFP, the scope of work has been established, and he has received some initial feedback from the contractor selected to perform the study.

Councilmember Cusick questioned whether the study would take a new facility for the police into consideration? Mr. Rose stated the study will consider existing and new spaces if they are deemed to be necessary. However, a big part of minimizing costs will be to make a concerted effort to fit all of the City's departments into the spaces that currently exist. If that cannot be achieved, then subsequent discussions will take place to determine what is needed; no matter what operation it may impact.

Councilmember Cusick stated in his opinion, this is more than just a brick and mortar issue, there are a lot of psychological issues that also need to be considered. Will relocating this department to the Annex provide these vital employees with the type of environment and state-of-the-art facility that makes them proud to get up and come to work every day? What kind of subjective message will we be sending to our residents and the Police Department about the value of their safety and significance to this City? Is relocating this department to the Annex the kind of emblem of protection this Council and their constituents really want to project? Councilmember Cusick stated he is in total agreement with Councilmember Smotherson; it's time for U City to move forward.

Mr. Rose stated in his opinion, he does not believe that placing the police in a state-of-the-art facility and the renovation of the Annex are mutually exclusive. Oftentimes it's difficult for people to imagine exactly what a finished project will look like, and that's why the City has employed experts to assist them with how to make it work. He stated the City of Clayton took one of their old buildings and renovated it for their Police Department. Looking at it now, you probably could not imagine the transformation from its original state to how it appears today. He stated at this point, the process is to bring all of this information forward to provide Council with options when tasked with making decisions about how they want to see their departments structured and where they should be located. So while he is certainly not saying that U City should employ the same strategy as Clayton, the costs associated with making these determinations will play a major role.

Ms. Gilbertson stated although she understands that Trivers is only the architect for this study, they have completed renovations for Federal buildings, courthouses, police stations, and numerous workplaces. And on all of these projects, a goal they've been able to achieve is to make sure everyone is excited about the final outcome. They really don't build them like they used to. And renovating the Annex is a far more sustainable solution than building something new because oftentimes, the savings will allow you to add more bells and whistles.

Councilmember Clay asked when work on the Comprehensive Plan was scheduled to begin? Mr. Rose stated as a part of the FY20 Work Plan, staff will be issuing an RFP for a consultant to assist with the plan on the thirteenth of this month.

Councilmember Clay stated this Council finds itself at a pivotal point in time, where they are going through comprehensive planning and laying out what this community will look like for the next twenty some odd years.

And he thinks this conversation has to be a part of that. Certainly, Council wants what the community desires as it relates to public safety to align with the type of facility the police would like to inhabit. So is there any contemplated intersection between the Space Needs Assessment and the Comprehensive Plan that might help to enact that vision? Mr. Rose stated often the driving force behind a police facility is how effective and efficient it will be with reducing crime. And sometimes that is very different than simply saying a facility will look nice at one location versus another. Therefore, he had not given any consideration to integrating the Space Needs Assessment with the Comprehensive Plan. He stated what he has considered is that any recommendation he provides to this Council will have to be largely centered on how U City can ensure that its approach to policing is effective, and how its buildings should be integrated into that approach.

Councilmember Clay stated he sees the two being aligned because, in his mind, this is about more than just leasing for space needs. If we are laying out a vision for what our community will be, clearly public safety is among the key elements. Now, while our citizenry may not have deep justice construction experience, they do possess a vision for what policing should look like; which we know from a community-oriented policing perspective is a part of what they do. So, to the degree that we can incorporate elements of that into our Space Needs Assessment might be beneficial. After all, every element of this plaza impacts our citizens; it functions for them. They are the ones who interact with this space, so he thinks their voice has to be a part of the considerations when you think about space and what our facilities should look like.

Mr. Rose stated while Council may decide that the inclusion of community meetings to vet the information provided to them from the Space Needs Assessment is an important component, it will not be the initial phase.

Councilmember Carr stated Space Needs Assessments are primarily established to evaluate the needs of employees, programs, and services, in order to meet current and future space requirements that encourage productivity. So while the people who live here may walk into the lobby of City Hall with the desire to have cheerful interactions with well-organized employees, for the most part, residents are not, the focus of this study.

While I certainly think we should support the police, as many of you may know, she and Councilmember Smotherson are on the opposite sides of this issue. Councilmember Carr stated she worked very hard to make sure the Annex was protected from outside sales without the say-so of the people. And she believes it would not be moving backward to consider its renovation. As Mr. Rose pointed out, the Clayton facility; which is probably one of the most state-of-the-art facilities in St. Louis County, was rehabbed from a building built back in the '70s. So by no means does she think it would be disrespectful to house our police in a clean, safe, state-of-the-art, rehabbed facility, as long as their salaries are commensurate with the market and the City is providing them with adequate training. At the end of the day, the decision resides with Council; after consultation with staff and our citizens. And while she would agree that the Space Needs Study is mandatory to that decision-making process, she does not think this is the type of issue where they need to hold open public meetings for two years before reaching a resolution.

Councilmember Carr stated she's glad that the City has moved away from the plan to warehouse its Police Department at the Annex while attempting to build something new. And she's glad they are pursuing this kind of systematic approach to determine exactly what is needed because she believes in sustainability. But continuing to carry empty buildings that are sick; as this one is, is a very bad decision.

Councilmember Smotherson stated he appreciates the historic significance of the Annex and would like to see it remain in U City. But the way he sees it, City Hall and the Annex represent the City's government center and therefore it should be used as such. He stated can recall some of the incidents that police were involved in out on the parking lot which oftentimes resulted in an unsafe environment for the employees that worked here, as well as the general public. So in his opinion, relocating the police back to this building would not be in their best interest.

Councilmember Smotherson stated based on his understanding, the building renovated for Clayton's Police Department was a much larger building than the one they were previously housed in. And their new location, which sits on Brentwood Blvd. does not impact their City Hall located on Big Bend Blvd.

He stated he simply does not see anything to be proud about or forward-thinking by relocating the police to the Annex; especially when he thinks about the psychological impact it could have on the members of that department.

Mayor Crow stated his interpretation of the proposal is that the rehabbed facility would have an open architecture allowing for the design of spaces that are appropriate for current policing techniques.

Ms. Gilbertson stated this proposal was merely a conceptual block plan to do a test fit, but the actual project will consist of a complete gut rehab designed specifically to meet the needs of the Police Department.

Mayor Crow asked if the proposal included conversations with members of City's staff or if it was basically prepared externally? Ms. Gilbertson stated her understanding is that the Police Department and Public Works were involved in the programming sessions.

Mr. Rose concurred that input was provided by both members of the police and public works departments, however, based on the likelihood that Council would agree to move forward with the Space Needs Assessment emphasis was placed on whether the City could operate out of this facility, rather than where people should be located.

### **3. ADJOURNMENT**

Mayor Crow thanked Amy and her team for their presentation and adjourned the meeting at 6:27 p.m.

LaRette Reese  
City Clerk